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THE WORK OF THE PRESIDENT OF THE BOROUGH OF BROOKLYN

THE ADMINISTRATION OF THAT OFFICE IN 1902–3

A STATEMENT OF FACTS

PUBLISHED BY
THE CITY CLUB OF NEW YORK
OCTOBER, 1903

PRICE, 10 CENTS

CRESCENT STREET, BROOKLYN.

(SHOWING CONDITION OF STREET BEFORE IT WAS IMPROVED UNDER PRESENT CITY ADMINISTRATION. MANY HUNDRED PEOPLE SOMETIMES PASS ALONG THIS STREET IN A FEW DAYS.)

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INTRODUCTION

The people of all the boroughs are vitally concerned in having their streets well paved according to modern methods and kept in good condition; their sidewalks free from defects and encumbrances; their sewerage system extended as necessity demands, and kept in good order; their public buildings well cared for, and private building operations conducted in compliance with the building law.

These matters, which affect directly the health, comfort and safety of the community, are within the jurisdiction of the borough presidents. The functions of these officials and of the bureaus over which they preside are therefore of great importance. The manner in which these functions are performed is not merely a matter of local interest. The manner in which local public improvements are executed affects the entire community. Retarded improvements mean unsightly streets, unhealthful conditions, and depreciation in the value of property. Improvements made at an extravagant cost mean the mulcting of property owners who must bear the assessments. Public improvements made as needed, and with honesty, intelligence, and economy add to the attractiveness of the locality, promote public health, save the property owners' money, and enhance the value of property.

In their local administration which has to do with these matters, all the boroughs are interested. But the people of the Borough of Brooklyn have a peculiarly strong interest in their borough administration. Brooklyn has more mileage of streets than the boroughs of Manhattan and the Bronx combined. Many years of bad or inefficient administrations reduced the street paving in Brooklyn to a condition perhaps as bad as could exist in any civilized city. Long after other cities had discarded the archaic cobble stone, administrations in Brooklyn still used it. Such asphalt paving as was done was done at exorbitant prices. Some of the streets presented a motley patch-work, a section in cobble-stone ending abruptly in asphalt, and that as abruptly in granite block. There was no system or uniformity. The same mal-administration was evident in the failure to repair the sewers or

extend the sewerage system properly. This neglect, as well as reckless extravagance in expenditures extended down to 1902, and caused the people of Brooklyn to insist upon better conditions. This report, showing what the present administration has done to meet this demand, will, therefore, be of special interest to the people of the Borough of Brooklyn.

THE PRESIDENTS OF BOROUGHS UNDER THE CHARTER OF 1897

In the dual scheme for the administration of the city's affairs, as embodied in the present charter, the president of each borough is invested with large powers. Under the charter of 1897, the office was in effect merely honorary. When the commission was drafting that charter it was evident that the people of the different prospective boroughs feared that if administrative powers were too much centralized their local interests would not be sufficiently understood and provided for. Officials who came from one part of the city would not be acquainted, it was contended, with the needs of the people of other boroughs. The charter of 1897, accordingly, divided the city into five boroughs, created the office of president of the borough, and made provision for local boards of improvements. From these local boards much was expected. They were looked upon as guarantees that the interests of no part of the city, however remote, would be neglected. But while, in matters of local improvements, the five boroughs were theoretically independent, they did not prove so in practice. The practical results were unsatisfactory. The local boards had the power of recommendation only; all real authority was vested in the municipal assembly, the board of public improvements, and the board of estimate and apportionment. Administrative departments and bureaus which had to deal with local improvements, such as the departments of water supply, streets and highways, sewers, public buildings, lighting and supplies, were all concentrated in Manhattan. Boroughs, borough presidents, and local boards had been created to secure a measure of local rule, but their powers were so feeble that the borough officials outside of Manhattan declared that they were practically without initiative, and that local improvements could not be secured. Under

the charter of 1897 local boards had no engineers to prepare plans for local improvements, and there was no legal way of compelling the departments to furnish them with estimates or plans. The boroughs of Brooklyn, the Bronx, Queens, and Richmond complained that the municipal officials regarded the Borough of Manhattan as the City of New York, and that it was receiving disproportionate benefits.

The revised charter of 1901 greatly extended the sphere of borough administration. It gave the presidents of boroughs actual administrative powers, and placed under their direct jurisdiction the machinery required to effect local improvements. The local boards of improvements were made subject only to the board of estimate and apportionment.

POWERS OF THE PRESIDENT OF A BOROUGH.

The administration of borough affairs is largely centred in the president of the borough. By virtue of his office, he is chairman of every local board of improvements in his borough, and has the right to vote. He appoints and removes at pleasure a commissioner of public works and a superintendent of buildings. He is a member of the board of estimate and apportionment. In this board the presidents of the boroughs of Manhattan and Brooklyn each have two votes, and the presidents of the other boroughs each have one vote. Thus the president presides over the local boards which call for improvements, appoints officers who are to carry out these improvements, and votes in the board of estimate and apportionment upon the necessary expenditures.

The president of a borough must be a resident of that borough at the time of his election and throughout his term. He is elected by the voters of the borough when the mayor is elected, and his term is two years.

The charter gives him "cognizance and control" of these matters:

1. "Regulating, grading, curbing, flagging and guttering of streets and of the laying of crosswalks."

2. "Constructing and repairing public roads."

3. "Paving, repairing, resurfacing and repairing of all streets, and of the relaying of all pavements removed for any cause."

4. "The laying or relaying of surface railroad tracks in any public street or road, of the form of rail used, or character of foundation, and the method of construction, and of the restoration of the pavement or surface after the work is done."

5. "The filling of sunken lots, fencing of vacant lots, digging down lots, and of licensing of vaults under sidewalks."

6. "The removal of encumbrances from streets."

7. "The issue of permits to builders and others to use or open the streets."

8. "The construction and maintenance of all bridges and tunnels which are within his borough, and which form a portion of the highways. Bridges which cross navigable streams are under the control of the bridge department."

9. "The management and maintenance of the sewer and drainage system of his borough and the licensing of all cisterns and cesspools."

10. "The construction, repairs, cleaning and maintenance of public buildings except schoolhouses, almshouses, penitentiaries, and fire and police stations."

11. "The care and cleaning of all offices leased or occupied for public uses."

12. "The establishment and care of public baths and public comfort stations and of the placing of street signs."

THE TAMMANY ADMINISTRATION, 1898-1901

From January 1st, 1898, to January 1st, 1902, Edward M. Grout was president of the Borough of Brooklyn. Mr. Grout made the utmost efforts to initiate public improvements, but because of the attenuated powers of his office he could do little except protest against the extravagance of Mayor Van Wyck's administration and its failure to give Brooklyn the public improvements urgently demanded. The government of the city was really centralized in a small oligarchy in Tammany Hall. This clique dictated where and when improvements, if any, should be made. At no time during the years 1898-1901 were the needs of Brooklyn properly considered by the city administration. Most of the commissioners at the head of departments knew nothing of the conditions in the various districts of the Borough of Brooklyn,

and apparently did not care to know. But in applying the policy of raising the salaries of henchmen and creating new and superfluous positions, they were quick to appreciate the fact that the Borough of Brooklyn was under their administrative jurisdiction.

Of the various improvements demanded by the people of the Borough of Brooklyn, the proper paving and re-paving of the streets was one of the foremost. Under the charter of the city this work devolved upon the commissioner of highways. This official in 1898-1901 was James P. Keating, a Tammany district leader. The commissioner of highways had "cognizance and control" of:—

"1. Regulating, grading, curbing, flagging and guttering of streets "and public highways.

"2. Constructing and repairing public roads.

"3. Paving, repairing, re-surfacing and repairing of all public "streets and of the relaying of all pavements removed for any cause.

"4. The laying and re-laying of surface railroad tracks, of the "form of rail used, or character of foundation, and the method of con- "struction and of the restoration of the pavement or surface after such "work.

"5. The filling of sunken lots, fencing of vacant lots, digging down "lots, and of licensing vaults under sidewalks.

"6. Of the removal of incumbrances.

"7. Of the issue of permits to builders and others to use the streets "but not to open them."

STREET PAVING NEGLECTED

Before consolidation the successive common councils of Brooklyn had continued the practice of authorizing the laying of cobble-stone pavements. This style of pavement had long since been abandoned by progressive cities. Experience had shown that in time it became unsightly and dangerous. It was a noisy pavement, hard on vehicles and horses, and in every way a conspicuous public discomfort. Because of the constant necessity of making repairs, cobble-stone pavement was found to be the most expensive of all pavements. While false economy and unprogressive administration led to the general adoption of this antiquated style of paving, exceptions were sometimes made

in response to personal or political pressure. In such cases authority was given to pave with granite blocks, or, in more recent years, with asphalt. This favoritism resulted in incongruous and often fantastic specimens of street paving. For an isolated block a street would have an asphalt pavement, other parts of it would be paved with granite block, and still other sections of the same street would have cobble-stone pavement. This condition had retarded Brooklyn's growth, and depressed real estate values.

During Mayor Van Wyck's administration an attempt was made to satisfy the insistent demand of the people of Brooklyn that the street pavements should be kept in repair and that modern pavements should be substituted for the cobble-stone pavements. This attempt, however, was marked by dilatory methods and systematic spoliation. During the four years of Mayor Van Wyck's administration only 27.19 miles of streets in Brooklyn were paved or re-paved with asphalt. The progress that could have been made by an efficient administration is shown by the fact that in the single year 1902, 30.01 miles of streets in that borough were paved and re-paved with asphalt under the present administration.

EXORBITANT PRICES PAID TO THE ASPHALT TRUST

Under the Tammany régime, exorbitant prices were charged for asphalt paving in Brooklyn. Ostensibly competition in submitting bids was free and open. In reality it was not. By arrangements with certain powerful politicians an asphalt trust had succeeded in stifling competition. Against the methods of this combination an independent asphalt company could do nothing. If it submitted samples of its asphalt for official inspection, a report certifying that its product was not up to the required standard would be soon forthcoming. Before consolidation there had been a fine laboratory in Brooklyn for testing asphalt and cement. Tammany moved it to Manhattan, and kept it there. Contracts were made at a rate far above the market value of the work, and the work was uniformly awarded to the asphalt trust. In 1900 and 1901 the price exacted for asphalt pavement, including the concrete base and the guarantee of maintainance for five years, was no less than the excessive price of $2.83 a square yard; and the total

amount paid for this work in the four years of Mayor Van Wyck's administration was $1,580,887.06. Under the present administration the price for the same kind of pavement has been $1.79 a square yard. Who got the difference of $1.04 a square yard? The disposition of this sum has not been definitely ascertained, but it is understood in well-informed circles that it was evenly divided between the asphalt trust and certain politicians.

Much of this asphalt paving was done in favored districts. A politician owning property found it easy to have the streets fronting his property paved with asphalt. In many of the poorer sections of the borough no attempt at improvement was made. The neglected cobblestone pavements, filled with ridges and holes in which stagnant pools accumulated, were left untouched. That the money appropriated for street paving under the Tammany administration was used for re-paving mainly such streets, and in such boroughs, as personal and political considerations dictated, was made clear by the testimony of Adam H. Leich, a member of the municipal council from the borough of Brooklyn, before the Mazet Committee. In 1899 the municipal assembly was asked to vote $2,000,000. for street re-paving. Councilman Leich and other Brooklyn members of the municipal assembly, tried to get James P. Keating, commissioner of highways, to submit to the president of each borough a list of the streets in the borough which the commissioner believed should be re-paved. On July 25th, 1899, Councilman Leich wrote to Commissioner Keating: "I think the representative "of each district, who is elected by the people and is directly responsible "to them, should be charged with the duty of determining the streets "in his district that should be re-paved. As we are apparently to be "denied that right, I for one am willing to vest it, to a great ex-"tent at least, in the presidents of the boroughs, who likewise are "elective officers directly responsible to their constituents."

Mr. Leich testified as follows: "Commissioner Keating said, 'Coun-"'cilman Leich' (I am trying to give his exact language), 'if I ex-"'pected him to make a statement to me or to any other councilman "'or alderman as to what money was to be spent in my district as "' in the borough of Brooklyn I might wait until hell freezes over.'"

Councilman Leich's testimony was corroborated by that of David S. Stewart, a member of the board of aldermen from Brooklyn and by other Brooklyn members of the municipal assembly.

Although the city was so palpably robbed in its asphalt paving contracts in 1898-1901, one improvement in the contracts for asphalt repairs was made in the last year of the Tammany administration. Before 1901 the method was to pay the contractor a specified sum per square yard for the entire area of the pavement in the street, or in the group of streets, in which the repairs were to be made. Every yard of the pavement included in the contract was thus a factor in increasing the amount to be paid, even if no repairs were made upon that part of the pavement. While this method might give good results under an honest and efficient administration, it evidently opens the way to extravagance and fraud. In 1901 the method was adopted of paying the contractor a stated price per cubic foot for material actually used.

This improvement was the one intelligent reform in the work of street paving. In all other respects every detail of street paving revealed incompetence, extravagance, or favoritism. Though the principle was well known that a good foundation for street pavements saves much future work and extra cost, the officials in charge of paving persisted in the general use of sand foundations for granite block pavements. The settling and shifting of those foundations soon caused the surface to become uneven, and the constantly recurring necessity of repairing and re-paving largely increased the cost of maintenance.

FAVORS TO CORPORATIONS

Many of the franchises for street railways contain a provision that the companies shall keep the street between their tracks and for two feet outside the tracks in permanent repair, and section 98 of the railroad law of the State of New York also lays this obligation upon the companies. If the companies refuse to do the work, the authorities, after giving thirty days' notice, may make these repairs at the expense of the delinquent corporations.

During the Tammany administration the Brooklyn Heights Railroad Company was allowed, without protest or action on the part of the city authorities to ignore its statutory obligations. Many

miles of streets were allowed to fall into a condition dangerous to the public. Some of these streets were re-paved by the former department of highways at the expense of the city. By 1902 the indebtedness of the Brooklyn Heights Railroad Company for work, the expense of which was chargeable upon the company, had accumulated to the extent of over $10,000. Under Tammany no attempt was made to collect these arrears.

The same official consideration was extended to the Brooklyn Heights Railroad Company in permitting its unused tracks to remain in the streets. Many of these tracks were in such bad condition as to interfere seriously with traffic and to prove a menace to the public. The City of New York is primarily responsible for damage resulting from a dangerous condition of its highways. No action, however, was taken to compel the Brooklyn Heights Railroad Company to comply with the law.

Corporations holding franchises for the use of the public streets were allowed to tear up pavements soon after they were laid. This practice, entailing an unnecessary waste of public funds, was not confined to private companies. Newly-laid pavements were often ripped up by order of the public officials for the laying of water mains and for the construction of sewers. The various departments and bureaus seemed to operate independently, and each without reference to the needs and the plans of the others. The result of this chaotic system was both unnecessary trouble to the public and a needless duplication of street paving. The residents in many of the streets complained of this constant disturbance.

SIDEWALKS AND EXTORTION

In the relaying of the sidewalks Tammany and its allies found a profitable field for extortion. Under the law property owners are primarily charged with the duty of laying sidewalks and maintaining them in a safe and proper condition. If a property owner neglects to do this, the city, through the bureau of highways, must do the necessary work, and charge the delinquent owner the cost. The law requires that the city shall make property owners keep their sidewalks in good condition. If the city does not do this, it is liable in damages to any person

who sustains injuries from a defective sidewalk. The city is often mulcted heavily for these accidents.

Of the re-laying of sidewalks the *American Architect* in June, 1901, said:—

"One of the latest forms of extortion consists in 're-laying side-"walks' no matter how recently the grades may have been fixed and the "sidewalks laid, and paid for by the owners of the abutting estates. "A party of heelers with a level may at any time make their appearance, "and 'change the grades,' by marking some curbstones to be raised and "others lowered. This involves re-laying the flagstone sidewalks, "which is done at the expense of the abutting estate. In some cases "the officials are merciful enough simply to take up and re-lay the "stones, assessing the estate merely about six times what it would "have cost to have the work better done by a private contractor; but "in many instances the flagstones are 'condemned,' taken up and car-"ried away by the officials, and other laid in their place and also charged "at a 'strenuous' price. If new stones were always put in place of "old ones, there might be some slight justification for this performance, "but, as a matter of fact, it is said that the officials simply 'condemn' "two sidewalks, take up the flagstones of each, and exchange them, "charging both proprietors with the cost of 'new flagging.'" * * *

There was, however, another aspect of this practice, especially in the Borough of Brooklyn. It was well understood that by "fixing" the sidewalk inspectors the property owner could be guaranteed against "trouble." Many of the inspectors also attended solely to the drawing of their salaries, and neglected their work. The consequence was that in Brooklyn the sidewalks generally in both the residential and the business streets were in a defective and dangerous condition. In some neighborhoods there were no sidewalks of any kind. These facts were shown by the magnitude of the work of sidewalk improvement which had to be undertaken by the present administration.

BUREAU OF ENCUMBRANCES

In the administration of the bureau of encumbrances, then in the department of highways, business men frequently made complaints of gross discrimination. Those business men who secured official favors

by means well known were allowed to litter sidewalks with bales, boxes, and barrels at all hours, and in such a way as to make the sidewalks in front of their places impassible to the public. Other business men, who refused to "contribute," were subject to constant attacks by the bureau. Under corrupt administrations the power of the encumbrance bureau has long been recognized as a potent means of "grafting." During the four years of the Tammany administration those business men and store-keepers who sought to use the sidewalk, found no difficulty in persuading officials to overlook their violations of law.

The bureau of encumbrances was filled with superfluous employees. Ten inspectors did the work, or pretended to do the work, now done by four inspectors.

SEWER DEPARTMENT'S NEGLECT—PADDED PAY-ROLLS—FOUL CONDITIONS

It was in the department of sewers, however, that extravagance and gross neglect were particularly notorious.

This department was overloaded with incompetent and superfluous employees. The office of James Kane, commissioner of sewers, was crowded with employees, many of whom had nothing to do except to draw their salaries. One of the clerks, James H. McDermott, received a salary of $1,200 a year because, according to the *City Record,* he was a "clerk with a knowledge of letter-writing." Mr. Kane had a "secretary" who received $4,000 a year salary and a "private secretary" who drew $1,500 a year.

In all the plants and repair yards of the department of sewers the pay-rolls were padded with the names of political hangers-on, who did little or no work for the salaries which they received. The repair yard in North Portland Avenue was poorly equipped with supplies and tools, but the pay-roll was not allowed to dwindle. For the care of four horses, one of which was of no use, six men were detailed. When the horses were not in the stable, the six men had nothing to do; and to while away the weary hours, they amused themselves at the game of pinocle. Of the forty-five men employed in this yard, twenty were superfluous. In caissons 2, 3, and 4, 63 men were on the pay-roll. Of this number at least 31 held sinecures. At the twenty-sixth ward disposal works 43 men were employed; the services of more than half of this force were unnecessary.

The padding of the pay-rolls caused the appropriation for the maintainance of sewers to be exhausted by October, 1901, and during the last two months of that year the operation of the four sewage purification works in the Borough of Brooklyn had to be practically suspended. Funds which should have been applied to repairs were diverted to pay the salaries of political henchmen. At caisson number 4, at Sheepshead Bay, the building was badly out of repair. When built, this plant was a fine one, but it was ruined by carelessness and neglect. The roof leaked in so many places that the workmen had to protect themselves with umbrellas. The main pump of this plant was almost completely wrecked because of the neglect of the engineer in charge. Caissons 2 and 3 were in a similar condition. The buildings were dilapidated. The boiler and the pumping plants were out of order, and no serious efforts were made either to keep them in order or to replace them with new equipment. Although an enormous quantity of coal was used at these plants every year, there were no scales for weighing the coal, and no tallies of the amount of coal received were kept.

The twenty-sixth ward disposal works were a comparatively new plant, and thus were in a better condition than the other plants; but here, also, scales for weighing coal delivered were lacking. The purifying of sewage, necessary to the health and the comfort of the community, was almost suspended from July, 1900, to the incoming of the present administration. During the whole of that time the plant for the making of chlorine gas had remained dismantled. At Coney Island the residents complained persistently of the foul conditions of the sewers. In one section of East New York the residents complained that surface water collected and remained in a stagnant state during and after every heavy rainstorm. An investigation early in 1902 disclosed the fact that the floor of the Wortman Avenue sewer was choked with great quantities of brick which some years before had fallen from the roof as a result of the caving in of a portion of the sewer. A contractor had been employed to repair the break, but, while he had repaired the roof, he had not removed the material which encumbered the sewer. It has been ascertained that the contractor deliberately refused to remove this débris, in order to save expense.

BUSHWICK CREEK.

(VIEW LOOKING EAST TOWARD NORMAN AVENUE—UNDER TAMMANY THE NORMAN AVENUE SEWER DISCHARGED THROUGH AN OPEN DITCH INTO THIS CREEK. THE PRESENT ADMINISTRATION HAS CONTRACTED FOR AN INTERCEPTING SEWER AT THIS POINT.)

Because of the discharge of the Norman Avenue sewer through an open ditch into Bushwick Creek, a condition prevailed which was a constant menace to the health of the people in that locality. Throughout the Tammany administration there were "flooded districts" in Brooklyn, largely because sewers in Knickerbocker Avenue, Hamburg Avenue, and Johnson Avenue were of insufficient size. The Greene Avenue relief sewer, which had been built at a cost of several million dollars, was supposed to be an outlet for the surface drainage of this district; but the error had been made of reducing the diameter of the mouth of this sewer from 180 inches to 124 inches, thus completely choking it. No effort was made in 1898-1901 to remedy this condition permanently.

There are 8,300 sewer basins in the Borough of Brooklyn. The Brooklyn Political League charged that Commissioner Kane awarded the contract for cleaning these basins at an excessive rate and without advertising for bids. Upon evidence submitted by the Brooklyn Political League the grand jury of Kings County indicted Mr. Kane on February 1st, 1899. This indictment was not upheld by the courts. It was an undoubted fact, however, as has been disclosed by the records of Commissioner Kane's office, that the cleaning of the sewer basins was done at an exorbitant cost. Commissioner Kane had the work of cleaning sewer basins done under private contract. In 1901, the cost of cleaning each of the 9,241 sewer basins cleaned that year in Brooklyn was $4.60. The present administration has had the work done by the employees of the bureau of sewers with the result that in 1902, 14,958 sewer basins were cleaned at a cost of $1.96 a basin and in 1903 the cost has been further reduced to $1.72 for each basin. While there are 8,300 sewer basins in Brooklyn, many of these basins require cleaning several times a year.

MAL-ADMINISTRATION IN THE DEPARTMENT OF BUILDINGS

In the department of buildings the same mal-administration prevailed. Under the charter of 1897, this department was in charge of three commissioners. One commissioner was appointed to have administrative jurisdiction in the boroughs of Manhattan and the Bronx, one in the Borough of Brooklyn, and the third in the boroughs of Queens

and Richmond. The principal office of the department was in Manhattan; branch offices were maintained in the other boroughs.

The three commissioners composed the board of buildings. This board had power to establish general rules and regulations for the administration of the department. The commissioner for the borough of Brooklyn was John Guilfoyle.

Under honest administration the power of this department could be of great service to the public; and in the hands of incompetent or corrupt men, a fertile source of blackmail and oppression. The department of buildings was charged with the duty of enforcing obedience to the provisions of the building law. It exercised supervision over all buildings within the building line. It had jurisdiction over the construction of tenement houses and alterations to them. It scrutinized plans before the permit was issued authorizing a contractor to commence work on a new building or on alterations to an old building. It supervised alterations of every kind, and continued inspection until the building was completed. It could order such improvements as the law required. It was empowered to demolish unsafe buildings. It inspected plumbing work, passenger and freight elevators, places of amusement, hotels and churches. Since January 1st, 1902, the inspection and regulation of tenement house construction, by the provisions of the revised charter of 1901, have been under the control of the tenement house department.

The various branches of the department of buildings in all the boroughs were overrun with superfluous and unskilled employees. This was particularly so in the Brooklyn bureau. In this bureau two superintendents, each receiving a salary of $7,500 a year, did the work that one assistant superintendent at a salary of $4,000 a year now does. Eight stenographers, the total of whose salaries amounted to $8,640 a year, were employed. The same work is now done by four stenographers, whose aggregate salaries amount to $3,600. Nine clerks, at an annual aggregate cost of $13,550, were employed to do the work now efficiently done by six clerks at an annual aggregate cost of $8,550. Eight messengers, at an annual aggregate salary of $9,600, were employed to do the work now done by five messengers, whose total annual salaries amount to $5,250. Forty-eight building inspectors were put on the pay-rolls as doing the service now done efficiently by forty-two build-

ing inspectors, at an annual saving to the city of $8,150. Nineteen plumbing inspectors receiving salaries amounting to $23,400 were on the pay-rolls; under the present administration fifteen plumbing inspectors do the same work efficiently at an annual cost to the city in salaries of $20,900. Of the total force of 103 employees in the Brooklyn bureau of the building department, twenty-two were superfluous.

That the bureau of the building department in Brooklyn, not less than in the other boroughs, was used as an instrument for "graft," was indicated by testimony before the "Mazet Committee," as well as by subsequent disclosures. The testimony of William B. Tubby, an architect at No. 81 Fulton street, Manhattan, of Merrill Watson, who was connected with the Expanded Metal Company, and of George S. Hayes, a civil engineer of No. 1123 Broadway, showed that the officials of the building department made continual demands and exactions. No fire-proofing company could get its material even tested unless it produced the "proper arguments." The Roebling Construction Company found a short road to official favor. It made Frank Croker, a son of Richard Croker, secretary, gave him stock, and paid him a salary "for teaching him fire-proof construction." It was also proved that the Roebling Company employed Charles E. F. McCann, nephew of Richard Croker, to represent it, paying him a retainer of $5,000, and that Mr. Watson was asked to retain Mr. McCann for the Expanded Metal Company. The board of buildings promptly found that the concrete fire-proofing system of the Roebling Company met its full requirements; and when the commission employed to draft a new building code issued the first edition of this code, the announcement was printed on the cover that this company's fire-proof construction was the recognized standard.

Another illustration of the system of "graft" in the building department was the action of the department with respect to fresh air inlet valves. In 1898-1901 the rules and regulations of the department were interpreted so as to require the installation of an automatic fresh air inlet valve in every new building. Only one kind of valve was officially approved, and, by the exclusion of competition, its market price was kept for four years at $10. Of this sum at least $6.25 was extortion. An equally good valve may now be bought, under the free competition fostered by the present administration, for $3.75.

The supervision of buildings and the power to require such structural and sanitary repairs as might be required to protect health and life, gave to the department almost unlimited opportunities to exact blackmail from owners of buildings.

While there was no legal proof, it was commonly understood that owners, under the Tammany administration, could expect lenient treatment in return for a "consideration"; and that if they refused to be "seen," they were harassed by summary orders followed by prosecution. That the departent failed in its duty to the public appears from the fact that early in 1902, the bureau of buildings in Brooklyn found fifty-six buildings so unsafe that the owners were ordered to remove the buildings or to make extensive repairs. In 1902 the bureau in Brooklyn referred to the corporation counsel for prosecution over three hundred unsafe building cases which should have been prosecuted in 1900 and 1901. From 1898 to 1901 the building department made no inspection of the switchback railroads, aerial slides, carousals and other contrivances for popular amusement at Coney Island. About six million persons use these contrivances every year, and the slightest defect or breakage may cause grave accident.

The lax or corrupt methods of inspection in 1898-1901 were sufficiently indicated in the examination of Commissioner Guilfoyle before the tenement house commission on December 10th, 1900. The following questions by the chairman of the tenement house commission, Mr. Robert W. De Forest, and the answers by Mr. Guilfoyle are taken from the official minutes of the commission:—

Q. What have you to say with reference to the enforcement of the law in Brooklyn with reference to fire-escapes on tenement houses?

A. I think they ought to be on all tenement houses. I don't know of any tenement houses it is not on.

Q. You don't know of any tenement houses in Brooklyn not provided with fire-escapes?

A. No, sir.

Q. What do you define a tenement house to be?

A. A three family house.

Q. So you think the law in Brooklyn has been generally enforced in that regard?

A. I do, yes, sir.

Q. Now if we tell you that of six hundred and sixty-one tenement houses examined in Brooklyn it was found two hundred and eighty-three were without fire-escapes of any kind whatsoever, would you be surprised at the information?

A. Yes, sir, I would.

Q. You don't know one?

A. No, sir, I do not.

Q. Would you also be surprised to learn that of that number two hundred and forty-four were wooden tenement houses where the chances of escape in case of fire are much less than in big buildings?

A. Yes, sir.

* * * * *

Q. If it is a fact that two hundred and eighty-three tenement houses in Brooklyn are without fire-escapes, what is your conclusion as to the manner in which the law is being enforced in Brooklyn?

A. I do not think the men would be doing their duty.

Q. It would show a very hopeless breach of duty on their part?

Q. No question about that.

A few minutes later Mr. Guilfoyle contradicted his previous testimony, and admitted that he had a list of 176 violations in Brooklyn of the law respecting fire-escapes on tenement houses.

The chairman of the Commission then remarked:

"Our examination shows that of the six hundred and sixty-one tene-"ment houses in the seventeenth ward alone — and I understand that "ward represents but a portion, and not a large portion of the tenement "house district of your city — two hundred and eighty-three were "entirely without fire-escapes of any kind. * * * * * *"

THE DEPARTMENT OF PUBLIC BUILDINGS, LIGHTING AND SUPPLIES — DILAPIDATED AND DANGEROUS PUBLIC BUILDINGS

Under the charter of 1897 the care of the city's public buildings was under the control of the commissioner of public buildings, lighting and supplies. He had administrative jurisdiction over the construction, cleaning, and maintainance of, and repairs to all public buildings except school-houses, almhouses, penitentiaries, and fire and police station

houses. He was also given "cognizance and control" of the establishment, management and maintainance of public baths and public comfort stations and of the preparation of contracts for the purchase of fuel, furniture, utensils, and other supplies needed for the public offices. The commissioner of public buildings, lighting and supplies in 1898-1901 was Henry S. Kearney, a Tammany politician.

Throughout the four years of Mayor Van Wyck's administration no intelligent consideration was given to Brooklyn's needs in the matter of repairs to public buildings, the substitution of new borough buildings for antiquated buildings, or the establishment of public baths and public comfort stations. The Kings County Court House was in a notoriously bad sanitary condition. Some of the ventilating pipes were dummies, and the cellar was in a foul state. There was no adequate and scientific heating and ventilating system in this building. Although complaints were numerous and continuous, no effort was made to remedy these conditions. A portion of the Borough Hall was in a dangerous condition, as was disclosed by an inspection early in 1902. The floor beams under the offices of the City Clerk were found bent and broken, and the ceiling of the offices badly cracked. The foundation walls of the Borough Hall were defective, and the supporting arches were loosed and ready to fall. The top arches and the sides and centre walls surrounding the boilers were defective. The braces holding the cast iron fronts of the boilers had become so loosened that the fronts protruded about six inches, and the pipe connections of the water arches to the boilers were the sole support of the boilers. The supposed solid masonwork about the boilers was merely a single thickness of brick with a filling of refuse and boulder stones. The brick party work and the division wall contiguous to the boilers were both burned through and on the point of crumbling. The windows of the boiler room were so small that in order to get coal into the basement it was necessary to carry it across the sidewalk and through the halls, thus causing much dirt and annoyance. The municipal building and the Kings County jail were in urgent need of repairs. The old tin roof of the municipal building was worn out, the water supply on the third and fourth floors was insufficient, and the brick work of the boilers was in poor condition. In the Kings County jail the steam heating plant had been laid under the concrete pavement. This was an obsolete method. It made

repairs to pipes very expensive, and caused frequent breaks in the pavement. In the four years of the Tammany administration the necessity of replacing this old system with a modern system did not seem to occur to Commissioner Kearney. The plumbing of the Kings County jail was also in bad condition. The city magistrate's courts and the municipal courts all were in need of repairs, as was shown by the extensive overhauling the present administration has had to do.

In 1898-1901 not a single public in-door bath house or public comfort station was built in Brooklyn. Commissioner Kearney, it is true, posed as an enthusiast on the subject of public baths, but he did not initiate any measures for their establishment. The quality of his enthusiasm was shown when in September, 1900, he asked the board of estimate and apportionment for $52,000 for the maintainance of the Rivington Street bath house in Manhattan for the year 1901. The board of estimate and apportionment allowed $35,000. On December 19th, 1900, the New York Association for Improving the Condition of the Poor wrote to Mayor Van Wyck: —

"It is the belief of the Board of Managers of this Association, "founded upon eight years practical knowledge of the matter, that the "expenditure of any such sum as $35,000 for the maintainance of the "Free Public Bath in Rivington street is unnecessary, unwarranted "and prejudicial to progress in extending the public bath system."

The association offered, under bond, to undertake the administration of the bath and guarantee that the cost to the city should not exceed $17,500 a year.

Commissioner Kearney finally was forced to cut his estimate for the year 1901 to $24,272.50.

The department of public buildings, lighting and supplies was as full of superfluous employees and political favorites as were the other departments under Tammany. An example of the workings of the patronage system was the case of John J. Daly, carpenter in the department of public buildings, lighting and supplies, and the highest man in his class in the civil service examination. He was dismissed by Commissioner Kearney for "lack of work," but his place was filled immediately by Richard Duncan, father-in-law of James P. Keating, commissioner of highways, and a Tammany district leader.

By a provision in the charter of 1897 contracts for supplies costing less than $1,000. were not subject to advertising. The large amount of supplies needed for public buildings and the absence of restrictions on these small contracts furnished opportunities for jobbery. That these opportunities were fully taken advantage of was shown by a statement made public by Comptroller Coler in 1900. It was disclosed that Jacob A. Mittnacht, Fox Brothers and Company, and others, did a highly lucrative business in supplying iron and steel safes for the public buildings. Comptroller Coler's statement showed that Mittnacht furnished many defective and second-hand safes, charging more for them than other dealers charged for new safes. The firm of Fox Brothers and Company was also favored by Commissioner Murphy of the health department, and their prices for articles supplied to that department were, as a rule, higher than that department had ever paid. The figures given in the appended table are from Comptroller Coler's statement and show the exorbitant prices paid by Commissioner Kearney for safes for city offices: —

Date of Filing and Name of Claimant.	Amount claimed.	Actual value as found.	Overcharge.
June 15, 1900, Fox Bros. & Co.....	$590.00	$230.00	$360.00
April 19, 1900, Mittnacht Eagle Safe Co.	650.00	200.00	450.00
April 19, 1900, Mittnacht Eagle Safe Co.	290.00	250.00	40.00
April 19, 1900, Mittnacht Eagle Safe Co.	503.00	350.00	153.00
October 2, 1900, Thiel Detective Service Co.	3,481.25	2,836.25	645.00
April 26, 1900, James R. Keane & Co...	900.00	690.00	210.00
April 9, 1900, B. F. Goodrich Co.....	360.00	240.00	120.00
April 20, 1900, James Moran.....	112.00	76.80	35.20
July 21, 1899, Mittnacht Eagle Safe Co.	512.00	350.00	162.00
December 17, 1898, Mittnacht Eagle Safe Co.	500.00	425.00	75.00
May 23, 1900, Smith, Worthington & Co.	910.00	860.00	50.00
March 9, 1899, Mittnacht Eagle Safe Co.	450.00	375.00	75.00
October 13, 1899, Liberman, Levy & Co.	444.62	284.62	160.00
Various '97 International Oil Works...	1,472.00	1,104.00	368.00

THE ADMINISTRATION OF THE BOROUGH OF BROOKLYN IN 1902-03

J. Edward Swanstrom, elected president of the Borough of Brooklyn, took office on January 1st, 1902.

The provisions of the revised charter of 1901 investing the president of a borough with large and direct powers, went into effect on that date. These charter changes made necessary a reconstruction of the entire organization of borough administration. William C. Redfield was appointed commissioner of public works, and was placed in charge of the bureau of highways, the bureau of sewers, the bureau of public buildings and offices, the bureau of encumbrances and permits, and the office of general bookkeeper. Otto Kempner was appointed assistant commissioner of public works, and William M. Calder, superintendent of the bureau of buildings. The complex work of the various local boards of improvement was placed under the special charge of Justin McCarthy, Jr., as secretary of the borough. The organization of the offices of the President of the Borough of Brooklyn is shown in appendix I., page 50. The work of transforming Brooklyn into a wholesome and attractive borough was begun in earnest.

THE BUREAU OF HIGHWAYS.

The urgent necessity of instituting honest and progressive methods in the paving of the streets was at once apparent. It was clear that the city had been literally robbed of large sums in the awarding of the asphalt contracts under the previous administration. It was equally clear that there had been no intelligent plan in the paving of the streets. Many streets presented a ludicrous patch-work of asphalt, Belgian block, and cobble-stone. Forty-seven miles of streets which had long been in a dilapitated and dangerous condition had not been touched under Mayor Van Wyck's administration. Eighty-seven distinct thoroughfares had no modern paving. In the tenement house sections the primitive cobblestone pavement was the rule. These ancient pavements had not even been repaired. They were filled with ridges and holes which furnished innumerable receptacles for stagnant water and disease-breeding filth.

The problem of proper street paving confronting President Swanstrom's administration was far greater than that in the other boroughs. Not only were the Brooklyn pavements in worse condition than those of the other boroughs, but their extent was greater. On December 31st, 1902, Brooklyn had 566.66 miles of paved streets, — a greater total mileage than in the two boroughs of Manhattan and the Bronx combined. One of the first necessary things was the re-organization of the bureau of highways. It was found that three superintendents, each drawing $2,500 a year salary, had little to do. They were promptly dismissed, as were a number of other unnecessary employees.

President Swanstrom took immediate steps to put a stop to the exorbitant prices charged for asphalt paving and repaving under the previous administration. He prepared a contract and specifications in such a form as to invite competition. With slight modifications this draft was approved by the board of estimate and apportionment. The effect of this action was to make competition free and open. By the terms of the advertisements, contracts were to be awarded to the lowest *bona fide* bidders. Bids from any responsible companies were to be accepted when accompanied by samples of asphalt which would meet the chemical requirements of the specifications. In all cases the guarantee period of the pavement was increased from one year to five years, the minimum amount of bitumen in the wearing surface was increased from 9 to 9½ per cent., and a provision was inserted in the contracts under which 20 per cent. of the entire amount of the contract was withheld for twelve months as a special guarantee. If the pavement was in good condition one year from its completion, all the money due the contractor was to be paid, but the bond was to continue in force for the full length of the guarantee period. It is recognized that no chemical test can absolutely demonstrate in advance whether a particular asphalt will make a perfect pavement. The demonstration of the quality is greatly dependent upon time and use. It is now known, however, that two distinct factors have a perceptible effect upon the wear of asphalt pavements. One of these is the presence in the streets of iron manhole covers. Vehicles passing over these gradually make depressions around the rims of the covers. The other factor is the deterioration of the asphalt foundations by the leakage of gas from the street mains.

The gas decomposes and softens the foundation, and presently increasing depressions form on the surface.

Until the city does away with manhole covers in the streets and builds subway galleries for gas mains, asphalt pavements will always be more or less subjected to these destructive influences, however good the quality of asphalt used, and however sound the foundation. Meanwhile it is important that both the concrete foundation and the quality of asphalt shall be the best that can be obtained. To protect the city against the use of poor material and against slipshod work, President Swanstrom considered the retention for one year of the 20 per cent. of the entire amount of the contract a reasonable security, and to make the protection of the public interests doubly assured, every company obtaining a contract had to give a five-year bond, signed by two surety companies, in the sum of, approximately, one-third of the contract price.

Still another precaution was taken by President Swanstrom to insure the borough's getting the exact asphalt paving called for in the specifications. Before consolidation the city of Brooklyn had a good laboratory for the testing of asphalt. Early in 1898 Tammany ordered this laboratory to be removed to Manhattan, and kept it there. President Swanstrom opened a new chemical and physical laboratory in Brooklyn, and caused complete apparatus to be installed. This laboratory is essential to the good paving of streets. It tests cements, asphalts, and other paving material submitted with the bids of contractors, and its staff inspects asphalt plants during the progress of the making of the asphalt. Many past failures in asphalt pavements have been directly traceable to errors in the original manufacture of the asphalt. If the sand which is mixed with the bitumen, as asphalt, is overheated, the asphalt will become too stiff. A deficiency in the percentage of bitumen, caused by neglect to proportion the mixture well, produces a bad quality of asphalt. The introduction of sediment into the asphaltic cement by working the tank too low has a similar deteriorating effect. If the petroleum residuum (flux) does not completely blend with the asphalt, soft spots inevitably appear after the pavement has been laid. Failure to mix the proper proportion of flux and asphalt, or asphaltic cement and sand and dust, also makes the final product either too stiff or too soft. The importance of the work of this laboratory can readily be seen,

Within a short time from taking office President Swanstrom was ready to proceed with the work of redeeming Brooklyn's paving. The board of estimate and apportionment was, however, so continuously occupied during the first three months of 1902 in revising the budget that it did not get the opportunity to authorize the appropriation for asphalting until April. The engineering force of the bureau of highways had used the interval in preparing complete plans, and the laboratory had been brought to a condition of efficiency. The moment the appropriation was authorized the bureau was thus enabled to proceed without delay.

The effect of President Swanstrom's action in making competition free and open was soon evident. Contracts for asphalt paving, including the concrete base and the guarantee of maintainance for five years, were made at an average price of $1.79 per square yard. In 1900 and 1901, the asphalt trust, with the assistance of certain powerful Tammany politicians, had made the city pay $2.83 per square yard for this same work. The displacement of Tammany from power had broken up this corrupt combination; without official help the companies composing the asphalt trust could no longer choke off competition. When, however, they saw the startling difference between the bids of independent companies and the price which they had extorted from the city, they made every effort to prevent President Swanstrom from executing contracts which had been awarded to the Interstate Paving Company, the lowest bidder. On July 3d, 1902, a temporary injunction was obtained from Justice Gaynor, restraining President Swanstrom and William C. Redfield, the commissioner of public works, from carrying out these contracts. It was alleged that the Interstate Paving Company was not able to supply asphalt of the quality and in the quantity demanded by the specifications, and that the execution of the contracts would constitute a waste of money. The injunction was subsequently dissolved. James D. Schuyler, a well known consulting engineer and an expert in the chemical analysis of asphalt, who was engaged by the department of public works to investigate the asphalt resources of the Interstate Paving Company, reported that the company had abundant material with which to carry out its contracts, and that the asphalt was of the quality demanded by the specifications.

The great reduction forced by President Swanstrom in the price of asphalting has resulted in a saving to the city of more than $1,200,000. during 1902 and 1903.

The lowering of the price of asphalting, combined with the energy and efficiency of President Swanstrom's administration, also made it possible, notwithstanding the delay caused by the holding back of the appropriation, to contract for the asphalting of more miles of streets in the single year 1902 than had been asphalted during the entire four years of Mayor Van Wyck's administration. In 1898-1901, inclusive, only 27.19 miles of streets had been asphalted in Brooklyn. In 1902, the asphalting of 30.01 miles was contracted for, and 22.27 miles were completed in that year. The total amount of contracts executed for asphalting from January 1st, 1898, to January 1st, 1902, was $1,580,877.06. In 1902, contracts were executed to the amount of $1,399,919.17, but, as has been shown, a much greater amount of work was done with the smaller sum under the present administration.

In 1903, there has been no delay on the part of the board of estimate and apportionment in making the necessary appropriation. Hence asphalting work has proceeded at an unprecedented rate. From January 1st, 1903, to August 1st, 1903, contracts for the asphalting of 65.58 miles of streets in Brooklyn were made. In seven months in 1902 more than two and a half times as much asphalt work in Brooklyn was done or contracted for as was done or contracted for in that borough during the four years of Mayor Van Wyck's administration.

This extent of asphalting has not been done spasmodically, as was the hap-hazard way of previous administrations. A definite, intelligent system has been laid out and followed. In former years, for instance, the officials did not seem to be aware that noise-producing pavements had a seriously irritating effect upon hospital patients, or were a strain upon public school teachers and pupils. Upon taking office President Swanstrom announced that smooth pavements would be laid around hospitals and schools before similar work was done in other streets. The old barbarous cobble-stone pavements were promptly removed, and in 1902 asphalt pavements were laid in streets adjoining thirty-one schoolhouses, nine hospitals, and twenty-five churches. In many of the tenement house districts the cobble-stones were replaced with asphalt pavement. This change has been of conspicuous benefit. It is now

easy to keep the streets clean, and disease has been noticeably reduced. The improvement of Third Avenue has been completed. This street is destined to be one of the most important thoroughfares in the borough. Before the present administration took office its improvement was so often promised, and as often deferred, that the matter became a sorry joke. Under President Swanstrom Third Avenue has been regulated, graded and paved. Fourth Avenue, between Fortieth and Sixtieth Streets, has been asphalted, and with the co-operation of Commissioner Young of the park department, has been transformed into a fine boulevard. A series of seventy-five parks twenty feet wide, planted with trees and shrubs, has been laid out through the center of Fourth Avenue. In streets which, because of lack of system, had alternate motley stretches of asphalt and cobble-stone pavements, the cobble-stone has been displaced with asphalt. A new aspect has been given to the entire borough.

The 95.59 miles of streets which have been asphalted or the asphalting of which has been contracted for since January 1st, 1902, have been asphalted well. The vigilance of the engineers of the bureau of highways and of the testing laboratory has insured pavements of a superior character.

The assistant engineers have constantly visited the various places where the work has proceeded, and their work in turn has been supervised on the spot by the chief engineer of highways. The inspectors in immediate charge of the paving work have been held to a rigid account. In 1902 two of these inspectors were dismissed from the public service because they had permitted poor work. If any defect in the asphalt mixture is found upon testing in the laboratory, a delinquent contractor is ordered to stop work, and is not allowed to proceed until he has produced the proper quality of asphalt. In one street a large portion of the pavement was found to contain an average of 8.67 per cent. of bitumen when the asphalt was analyzed by the laboratory chemist. As the specifications required a minimum of 9.5 per cent., George W. Tillson, chief engineer of the bureau of highways, ordered the contractor to replace this unsatisfactory with satisfactory asphalt. This the contractor refused to do. He contended that an analysis made by a reputable chemist employed by him had showed the material to be

THE NEW FOURTH AVENUE.

(UNDER THE PRESENT ADMINISTRATION THIS THOROUGHFARE HAS BEEN TRANSFORMED INTO A FINE BOULEVARD. IT HAS BEEN ASPHALTED AND A SERIES OF PARKS PLACED IN THE CENTRE.)

within the contract requirements. All payments for the asphalt were thereupon held back, and the contractor brought suit to compel the city to pay.

Such had been the lack of efficient inspection and supervision under Tammany that when President Swanstrom took office many miles of asphalt pavement were found in a neglected or disintegrating condition. The repairs needed on asphalt pavements upon which the contractors' guarantees had expired, were so extensive that for six months it was found necessary to keep four, and part of the time five, asphalt repair "gangs" at work steadily. The repairs were made with great speed. The asphalt pavements are now in such good condition that it is necessary to employ only one asphalt repair "gang" for the work. The bureau of highways has acquired two sanding machines for sanding slippery asphalt after sleet storms. Many accidents to horses are thus prevented. This sanding work was done by hand before 1902, and was a slow operation.

Until now the Borough of Brooklyn has been wholly dependent upon local contractors for asphalt repairs. But the mileage of asphalt pavement has become so large that, at the request of Commissioner of Public Works Redfield, the chief engineer of highways has presented a report showing it to be economical for the city to purchase and run its own asphalt plant for repairing streets upon which the contractors' guarantees have expired. This report has been transmitted to the board of estimate and apportionment by the president, with a request for the necessary appropriation for the construction and operation of the plant.

Under the present administration the method of laying granite paving on a sand foundation has been abandoned. It was an obsolete and expensive method. All contracts made in 1902 and 1903 have provided for a solid concrete foundation for all granite and asphalt pavements. This foundation will give to the granite pavements the greatest possible amount of permanence. Although this work costs more at the beginning, the increased cost will be more than offset by the fact that repairs will not be needed for many years to come, to say nothing of the gain to the community.

It was decided to lay no more Belgian blocks. The Belgian blocks are a variation of the cubical blocks used in Europe. These cubical

blocks make a smooth and durable pavement; but the present Belgian blocks have more the form of truncated pyramids, and because of their shape it is difficult to maintain the contour of the pavement. It has been decided to substitute Medina sandstone blocks for the Belgian blocks. This stone is extensively used for pavements in Cleveland, Buffalo and Rochester. It wears more evenly than granite, but does not become as slippery, and it therefore makes a better surface. Parts of High Street and South Third Street have been paved with Medina blocks, which have given satisfactory results. The cost of this paving is $3.19 a square yard as against $3.15 for the Belgian granite block pavement.

The unprecedently large amount of work done under the administration of President Swanstrom is shown in the following table. The comparison shows the condition of Brooklyn's street pavements as it was on January 1st, 1902, and as it was on August 1st, 1903:—

	Jan. 1, 1902.	Aug. 1, 1903.
Asphalt	95.14 miles.	132.27 miles.
Granite	119.87 "	128.46 "
Cobble	216.80 "	181.87 "
Belgian	46.61 "	46.69 "
Macadam	82.15 "	87.78 "
Brick	5.31 "	4.93 "
Trap block	.78 "	1.23 "
Medina		.34 "
Wood		.17 "
Total	566.66 miles.	583.74 miles.

It will thus be seen that in nineteen months from January 1st, 1902, to August 1st, 1903, over 34 miles of cobble-stone pavements were replaced with modern pavements.

The amount of paving work of all kinds done in the four years of Mayor Van Wyck's administration and the amount done under the present administration is more fully shown in the following table:—

Amount of Paving and Repaving for which Contracts were made during the Periods Stated Below.

	1898 to 1901 inclusive. 4 years.	1902. 1 year.	January 1 to Aug. 1, 1903. 7 months.
Asphalt	27.19 miles.	30.01 miles.	65.58 miles.
Granite	6.38 "	8.09 "	10.44 "
Macadam	3.23 "	1.51 "	—— "
Trap block	1.09 "	.17 "	—— "
Medina sandstone	—— "	.18 "	2.64 "
Wood	—— "	.08 "	.66 "
Cobble	.12 "	—— "	—— "
Belgian	2.48 "	—— "	—— "
Total	40.49 miles.	40.04 miles.	79.32 miles.

The contrast shows 40.49 miles put under contract in four years compared with 119.36 miles put under contract in 19 months. The excess, 78.86 miles, would lay a pavement on a 30-foot roadway from New York to Poughkeepsie. The actual pavement put under contract, 119.36 miles, would pave a road from Brooklyn to Shelter Island. In 1903 as much new pavement has been provided for as the total of the five previous years, and in the physical execution of this work such speed has been attained that more pavement was being laid during the quarter July 1st to October 1st, 1903, than in any whole year before 1902.

Rapidly as the bureau of highways under the present administration has proceeded with the policy of removing cobble-stones and of replacing other kinds of pavement with asphalt, much remains to be done. Years of labor and liberal appropriations will be necessary to bring Brooklyn's pavements up to a proper standard of excellence. In the mean time old pavements which were not to be immediately replaced with asphalt were badly in need of repairs. Fully one-half of the 216.80 miles of cobble-stone pavements required either to be entirely relaid or extensively repaired. In many cases these repairs could be made only by relaying the entire pavement. Many miles of granite pavement were in bad condition. In 1902 the repair "gangs"

relaid or renewed 47.04 miles of cobble-stone, granite, brick and macadam pavements, as follows: —

	Miles.
Granite	3.35
Cobble-stone	28.29
Macadam	13.39
Brick	2.01
	47.04

The amount of work done by the bureau of highways from January 1st, 1903, to September 30th, 1903, is given in Appendix II, page 51.

Before 1902 great quantities of useless cobble-stones had been allowed to accumulate in the public yards, and the expense of finally disposing of them was considerable. The present administration has decided to crush these cobble-stones and use them in concrete foundations for pavements. This broken stone can be delivered in the street for use at a cost of not more than 75 cents per cubic yard. By this arrangement it has been found possible to lay granite block pavement on a concrete foundation at a very reasonable price.

Corrupt administrations generally made the relaying of street pavements with granite blocks a pretext for buying large quantities of new granite blocks. The present administration, while relaying miles of granite pavement, has spent only a small amount for granite blocks. A sufficient supply has been obtained from Fourth Avenue where the old granite pavement was removed. Nothing has been expended for cobble-stones or Belgian blocks. A sufficient quantity of this material has been taken from streets where cobble-stones and Belgian block pavements have been replaced with asphalt.

At the beginning of 1902 the bureau of highways owned practically no machinery with which to do the work of keeping the macadam and dirt roads in good order, and the supply of tools was inadequate for the increased force and proposed amount of work. In fact, the macadam pavement and dirt roads had never been kept in good condition. Occasionally, when stirred by the complaints of citizens, the officials under the Tammany régime had made small and temporary repairs. In the suburban districts of Brooklyn, which contain a population of fully

REMOVING SNOW ON CARS.

(A NEW METHOD BEGUN IN 1903.)

100,000 persons, there are more miles of macadam pavement than in the Borough of Manhattan. Tammany knew of no better method to keep these important thoroughfares in good condition than with shovels and hoes. The present administration has bought for the use of the bureau of highways in Brooklyn two steam rollers, two road machines with adjustable blades, two macadam scrapers, two street sweeping machines, a portable stone crushing plant, and other necessary apparatus and tools. The macadam sweeping and scraping machines have made it possible to keep clean Brooklyn's 86 miles of macadam roads, and the cost has been much less than the old, sporadic, makeshift method of doing the work by hand.

Under the Tammany administration the various street railroad companies did little to carry out their obligation to repave the spaces between their tracks and rails. After some months of effort, President Swanstrom convinced the street railway managers in Brooklyn of the wisdom of performing this portion of their duties to the public, with the result that the work of repaving in a modern way between the street railway tracks has progressed at a rate hitherto unknown in Brooklyn. Such work has been done in 1903 in Bergen Street, Reid Avenue, Fulton Street, Third Avenue, Gates Avenue, Nostrand Avenue, Halsey Street, Morgan Avenue, Marcy Avenue, and other streets. The following table shows the amount of paving done in a modern way on a concrete base in the periods stated, by the street railway companies in Brooklyn: —

1898 to 1901, inclusive, 4 years.....40,014 square yards.
1902 and 1903, 17 months.....78,708 square yards.

On February 11th, 1902, President Swanstrom notified the Brooklyn Heights Railroad Company to remove unused tracks, and also unused overhead wires and poles in Humboldt Street, from Meeker Avenue to Grand Street, and to restore the street to its former condition. The company failed to respond; and on June 13th, 1902, the tracks in Humboldt Street were torn up under the direction of the chief engineer of highways, and the road was restored to its former condition by the repair division of that bureau. Unused car tracks have also been removed by order of President Swanstrom from the siding in Fifth Avenue

at Twenty-fifth Street; from the siding in Flushing Avenue, between Marcy and Nostrand Avenues; from the siding in Thirty-ninth Street, between Second and Third Avenues; from the siding in Nostrand Avenue, between Park Avenue and Floyd Street; in Bush Street; and in Prospect Park West, between Ninth and Fourteenth Streets.

THE BUREAU OF SEWERS

When, at the request of President Swanstrom, Mr. John Thatcher assumed the important post of superintendent of the bureau of sewers, he found a sad state of affairs. The sewer system of the borough was eight years behind time with its work. There were over 100,000 people without sewerage facilities, and two cess-pools to a house were common in many suburban sections. There had been utter neglect in cleaning the main trunk sewers, and both the buildings and the machinery in three of the sewage disposal plants (caissons numbers 1, 2 and 3 at Coney Island) were in bad condition — in some cases wrecks. The great sewage disposal works in East New York had been closed for five continuous weeks just after the election of 1901, and were found wholly without supplies necessary for operation. A break in the eight-foot Hegeman Avenue sewer had remained unrepaired for six months.

The construction of new sewers has been carried on with unprecedented speed. Work is now progressing at twelve points simultaneously on the great Foster Avenue sewer, which is the eastward projection of the Bay Ridge tunnel sewer, the two together draining Bay Ridge, Flatbush, Windsor Terrace, and a large part of the old town of New Utrecht. The Bay Ridge tunnel sewer itself progresses at six points night and day, Sundays and holidays, and by persistent energy this whole great sewer will be brought into use by the early winter. So likewise, the great sewer to relieve the Vanderveer Park section has been authorized, and work has been begun and carried well on to completion. The first trunk sewer for the Flatlands district has been authorized, and the contract has been made, and the great 92nd Street tunnel sewer has been authorized and construction started. This last will provide long needed drainage facilities for Dyker Heights, Fort Hamilton, and a large portion of Bath Beach. The Windsor Terrace district will find relief with the construction of the East 5th Street sewer, which has been authorized, and for which a contract has been made.

On Bushwick Creek the health of the local community has long been menaced by the discharge of the Norman Avenue sewer through an open ditch into Bushwick Creek. After long effort, an intercepting sewer has been authorized, and contracted for, which will remedy the disgusting conditions before prevailing.

It suffices to say that the problem of drainage has been, at every point, attacked with intelligence and pushed with energy, with the result that the major problems are solved and the whole situation is well in hand.

The following table shows the amount of work on sewers done in the Borough of Brooklyn during the four years of Mayor Van Wyck's administration, and the amount of work done in eighteen months of the present administration: —

4 *years.*		18 *months.*	
Amount of Contracts (Sewers) let since January 1, 1898, up to and including December 31, 1901. Bid price	$2,238,368.76	Amount of Contracts (Sewers) let since January 1, 1902, up to and including July 31, 1902. Bid price	$2,671,457.53
Amount of Contracts (Sewers) completed since January 1, 1898, to December 31, 1901	$655,975.96	Amount of Contracts (Sewers) completed since January 1, 1902, to July 31, 1903	$974,530.27
Amount of Work (Sewers) under construction, December 31, 1901	$1,646,381.91	Amount of Work (Sewers) now under construction, July 31, 1903	$3,344,560.53

There are 8,300 sewer basins in Brooklyn which should be kept clean. The following details show the treatment these basins have had at the hands of the past and the present administration.

BASINS EXAMINED

1902	61,816
1901	40,853
1900	36,073
1899	27,426
1898	13,576

BASINS CLEANED

1902	14,958
1901	9,241
1900	8,760
1899	8,596
1898	6,516

COST OF CLEANING BASINS

1898.	Work done by contract, at	$4.75	per basin.
1899.	Day labor	4.35	" "
1900.	Day labor	4.46	" "
1901.	Day labor	4.60	" "
1902.	Day labor	1.96	" "
1903.	Day labor. (7 months.)	1.72	" "

This result was attained with a force of 24 men with 18 carts, as compared with a force of 35 men with 32 carts in former days.

The trunk sewers in the 26th Ward alone were found so clogged that over 25,000 cubic yards of solid fetid matter have been taken from them since January 1st, 1902, in addition to the regular flow. This represents a mass greater than a five-story building a hundred feet square. There appears to have been no systematic cleaning of the main trunk sewers before 1902, for there are no records of such cleaning on the books of the sewer bureau beyond the record of the removal of 600 loads of matter in 1898.

It was in East New York also, on Wortman Avenue, that a contractor some years ago, being called upon to repair a broken sewer, found it cheaper to leave the old sewer inside the new sewer he was ordered to construct. This lay for years undiscovered, damming up the flow of sewage for a mile or more several feet deep, until Superintendent Thatcher found it, and took 6,000 bricks and their accompanying masonry from this spot. This obstruction had caused frequent "floods" in the district, distributing sewage in streets and cellars.

The 26th Ward disposal works have run without interruption since the early days of 1902, and there is no reason why they should ever be stopped. The following comparison between the forces now and those formerly employed at those works is of interest: —

26TH WARD DISPOSAL WORKS

Number of men employed Dec. 31, 1901.	*Number of men employed Aug. 1, 1903.*
1 Engineer in charge.	1 Engineer in charge.
3 Engineers.	2 Engineers.
2 Firemen.	2 Firemen.
4 Stokers.	2 Stokers.
1 Foreman.	1 Machinist.
1 Machinist.	12 Laborers.
1 Plumber.	Total salaries $10,073.92
1 Driver.	Average labor cost per month $1,439.12
28 Laborers.	
Total salaries $30,855.03	
Average labor cost per month $2,571.25	

The present administration found the same padding of pay-rolls at other disposal works. In every branch of the bureau of sewers superfluous employees have been dismissed.

The break in the Hegeman Avenue sewer was repaired in the early spring of 1902. It was found that this was the third break at

this point, and no one had ever thought to put a pile foundation in the bed of the old stream which the sewer crossed just here. It is now rebuilt on piles, as it should have been built at first. In the heavy storm of June 29th, 1903, at another point, this sewer broke again, and within three weeks it was made good.

Both buildings and machinery at the three Coney Island disposal works have been put in perfect repair, and any casual visitor will find them a credit to the city. Sludge pumps have taken the place of the old hand methods, which were slow and expensive, and the wrecks that were there in the shape of machinery, have been renewed. The fine pump in caisson number 4 was found in such shape that the maker of it asked $900 to repair it, or $1,200 for a new pump, and a good centrifugal pump was found standing under water. Despite the fact that there hung upon the wall a sign reading, "Chlorine gas shall be generated every 24 hours, and the sewage and the sludge treated with the same," the only apparatus for making chlorine gas was broken and had not been used for eighteen months. In the five weeks in which the 26th Ward disposal works were shut down contrary to law, their immense flow went out unpurified on to the oyster beds in Jamaica Bay, while at the same time the purifying apparatus in caisson number 4, at another point on the same bay and near oyster beds, was a useless wreck and idle also for months. The following table shows the changes in the force in the three sewage disposal works at Coney Island: —

December 31, 1901.

6 Engineers.	
8 Firemen.	
1 Watchman.	
3 Foremen.	
1 Assistant Foreman.	
1 Carpenter.	
1 Driver.	
44 Laborers.	
Total salaries	$36,291.50
Average labor cost per month	$3,024.29

August 1, 1903.

6 Engineers.	
9 Firemen.	
1 Foreman.	
11 Laborers.	
Total salaries	$14,556.47
Average labor cost per month	$2,079.50

For years there have been "flooded districts" in Brooklyn, largely because sewers in Knickerbocker Avenue, Hamburg Avenue, and Johnson Avenue were of insufficient size. To relieve them by diverting the surface drainage of 1,062 acres, the great Greene Avenue relief sewer was built several years ago at a cost of some millions of dollars. To it, along its course, was taken the surface drainage of the district through which it passed. But this great sewer was choked by contracting its diameter at its mouth from 180 inches to 124 inches. The effect of this was to reduce its delivering capacity below its carrying capacity by an amount equal to the surface drainage of 1,061 acres, so that it was choked off at its outlet by exactly the amount of the relief which it was supposed to afford to the insufficient sewers at its upper end. This continued to be the case throughout the former administration. Early in 1902 action was begun to remedy the difficulty, but was delayed by the many technicalities involved until the storm of June 29th, 1903, brought the matter to a focus. Five relief sewers have been authorized; three are under contract, contracts for the two others will soon be made, and with the construction of these the entire flood problem in heavy rains will be solved.

Coney Island has never had surface drainage until this fall. The pumps at caisson number 2 were insufficient to carry both the dry weather flow and the surface water in time of storm. Superintendent Thatcher saved the cost of an entire additional system of relief sewers to the people of Coney Island by building a by-pass around caisson number 2, so that the regular sewers could be used for storm water, which in flood times is diverted around the caisson without entering its tanks. This makes it possible to build sewer basins for surface water on Surf Avenue, and sixty-two of them are now being built there.

BUREAU OF PUBLIC BUILDINGS AND OFFICES

In the bureau of public buildings and offices, a similar record of progress appears. There were no indoor all-the-year public baths in Brooklyn when President Swanstrom assumed office. Five have now

been authorized. Three are under construction, and the plans for a fourth have been approved, and the contract was advertised in September, 1903. Plans for the fifth are pending before the municipal art commission. These baths are situated as follows: —

Hicks Street (South Brooklyn) — Nearly complete.
Pitkin Avenue (Brownsville) — Nearly complete.
Montrose Avenue (Williamsburg) — Building.
Huron Street (Greenpoint) — Contract made.
Bridge Street (Navy Yard District) — Plans approved.

The approximate cost of these five baths will be $405,661.30. Each bath will have a complete equipment of showers and tubs, for both men and women; four of them will contain each 90 showers and 6 tub-baths; the fifth, Hicks Street, will contain 56 showers and 4 tub-baths.

There have been no public comfort stations in Brooklyn. At the request of President Swanstrom, six of these have been authorized, and they are all now building. They are situated as follows: —

Broadway and Lorimer Street,
Pulaski Street and Broadway,
East New York and Liberty Avenues,
Manhattan and Greenpoint Avenues,
Hamilton Avenue and Richards Street,
Fulton and Joralemon Streets.

The total cost of these will approximate $128,000.

In 1902 a part of the Borough Hall was found to be in a dangerous condition, the floor beams being bent and broken. This has been made good, and an unused portion of the building has been adapted to the use of the borough president, while the upper story has been altered to receive the Appellate Division of the Supreme Court for the Second Judicial Department.

The sanitary conditions in the Kings County Court House were found shocking. Some of the ventilating pipes were dummies, and the condition of the cellar was a constant threat to the health of the occupants and users of the building. A thorough and scientific plan for the reconstruction of the heating and ventilating system of this building has been prepared, and the contract is about to be executed.

The reconstruction and enlargement of the Kings County Hall of Records has been put under contract, and the work carried far to completion, the changes to cost approximately $500,000.

The various city departments of Brooklyn have been scattered in several buildings, costing the city much for rent, and some of the departments have been divided among several buildings, causing great inconvenience in operation. On the motion of President Swanstrom, the board of estimate and apportionment has authorized him to proceed with the plans for a new municipal building to be built in Murphy Park, owned by the city, in which will be concentrated, in adequate and convenient quarters, all the city departments in Brooklyn. This will at once cut off the expense for rent, which will more than pay the interest on the cost of the building, and will permit the economical working of the departments in due relation to one another.

The city has long had property in Gates Avenue, near Marcy Avenue, unused, and the Sixth District City Magistrate's Court and the Second District Municipal Court, in the same district, have been situated in rented quarters which were both inconvenient and undesirable. Through the efforts of President Swanstrom, an appropriation of $50,000 has been made, and the plans for a new court house in Gates Avenue are now before the municipal art commission, and a contract will be promptly made for its construction.

The bureau of public buildings and offices does the buying for the entire department, outside of the regularly advertised contracts. Under instructions from Commissioner of Public Works Redfield, the department has made it a rule to require competitive bids for all orders, even small ones, although not required by law to do so. The result has been a saving of from 25 to 400 per cent. Any reputable merchant is afforded an opportunity to sell his goods to the city, and any who desire to file their names with the department are afforded an opportunity to do so. In the annual report of Superintendent Helmle appears a full list of the merchants from whom goods have been bought, together with the nature of the supplies purchased and their cost. It has been the effort of President Swanstrom to have every matter of this kind as open and clear as possible.

BUREAU OF BUILDINGS

The bureau of buildings has supervision over all buildings within the building line, from the time of the filing of architects' plans until the buildings are completed. As the bureau is responsible for the safe condition of about 150,000 buildings, and is particularly charged with the care of places of public amusement, schools, hotels, churches, etc., the importance of its efficient and non-political management is clear. Superintendent Calder has endeavored to construe the law liberally, rather than to annoy and hamper the great building industry by petty and unreasonable restrictions.

During the last summer, for the first time in Brooklyn's history, the machinery and equipment of all contrivances used at Coney Island for the conveyance of passengers, such as switchback railways, aerial slides, carousels, etc., were carefully inspected. The thoroughness of this new work, is shown by the fact that, although about 6,000,000 persons intrusted themselves to such mechanical contrivances, there was only one fatal accident, and that occurred before the device had received the approval of this department.

The operations of this bureau are far greater in number than those of the department of buildings in Manhattan and The Bronx. This is shown by the following table: —

Manhattan	22.00	square miles.	859	1,130
The Bronx	40.50	" "	882	336
Brooklyn	77.50	" "	3,173	2,569

During the Tammany administration the rules and regulations of the department of buildings were interpreted so as to require the installation of an automatic fresh air inlet valve in every new building. Only one such valve was officially approved, and its market price, therefore, was kept for four years, by the exclusion of competition, at the excessive figure of $10 each. In January of last year two additional air valves were approved by the Bureau of Buildings, with the result that the original appliance can now be purchased by contractors for $3.75.

A comparison of the pay-rolls for 1901 and 1902 shows the saving effected in this bureau under the present administration: —

Comparative Statement of Number of Employees and Salaries Paid in the Bureau of Buildings, as per Pay-rolls of December, 1901, *and December,* 1902 —

December, 1901.		*December,* 1902.	
1 Commissioner	$7,000	1 Superintendent	$5,000
2 Superintendents	7,500	1 Asst. Superintendent	4,000
1 Chief Clerk	3,000	1 Chief Clerk	2,400
1 Secretary	2,500	1 Secretary	2,000
8 Stenographers	8,640	4 Stenographers	3,600
1 Telephone Operator	750		
2 Engineers	4,300	2 Engineers	4,500
9 Clerks	13,550	6 Clerks	8,550
8 Messengers	9,600	5 Messengers	5,250
3 Elevator Inspectors	3,900	3 Elevator Inspectors	3,900
48 Building Inspectors	68,250	42 Building "	60,100
19 Plumbing "	23,400	15 Plumbing "	20,900
103	$152,390	81	$120,200

With this reduced force the department supervised in 1902 the construction of buildings involving an expenditure of nearly $2,000,000 more than the total cost of similar work in the preceding year.

The amount spent for contingent expenses, including fares, postage, removal of unsafe buildings, etc., during the year 1901 was $7,623.59, and during the year 1902, $3,577.88.

The work of this bureau has been performed during the past year with a saving of 23 per cent. in salaries and 53 per cent. in contingent expenses as compared with 1901.

This efficient work has continued on even a greater scale during the year 1903. Hardly any enactment has been of such peculiar benefit to the builders and contractors of Brooklyn and to a large part of the local public as the recent changes in the tenement house law, brought about in 1903 by President Swanstrom, with the co-operation of Mr. Calder, the superintendent of buildings. These changes were not a weakening of the law, but modified its provisions so as to adapt them to the local conditions in Brooklyn, and provided benefits which had

not before been available to the constructors and the users of buildings covered by the act. The result has been a remarkable increase in the number of buildings of this character constructed since the modified law went into effect. In 1902, 113 permits for the erection of 224 tenement houses, to cost $2,101,200., were issued. In the first seven months of 1903, 156 permits for the erection of 285 tenement houses, to cost $2,535,800., were issued.

PREPARATION OF CONTRACTS

In the office of Assistant Commissioner of Public Works Kempner are received all bids for advertised contracts, and the contracts themselves are prepared and recorded. The record shows the completion of 495 contracts in 451 days, giving something over one new contract daily for over a year and a half.

THE BUREAU OF ENCUMBRANCES

This bureau was found crowded with superfluous employees. Early in 1902 one of the inspectors of encumbrances resigned, and his place was not filled. In March, 1902, two inspectors were discharged because their services were not necessary, and in December, 1902, three more inspectors were discharged for the same reason. Four inspectors now do efficiently the work for which under the Tammany administration a force of ten inspectors was employed.

Under the present administration it has been the policy of the bureau of encumbrances to recognize the fact that a blind enforcement of the law would be an obvious hardship to many business men who are forced by absolute lack of other facilities to use the sidewalk temporarily for the purpose of receiving or sending out merchandise. To avoid extreme action on the part of the inspectors the following written instructions were given on March 6th, 1902: —

"It is of special importance * * * to be tactful and considerate, "to avoid as far as possible all arbitrary and imperative methods. "Your inspectors should be informed that every citizen is entitled to "courtesy, and that in many cases where obstructions exist there "is undoubtedly no deliberate intention of breaking the law, but mere-

"ly conformity with a custom that has grown up so long, that it has "created in many minds the force of a right. Citizens will obey the "law when it is impartially enforced and when it is courteously done."

The borough was divided into four inspection districts, and the following instructions were issued: —

"That there may be no question of favoritism, an Inspector will be allotted to each district for one month, at the end of which time he will be transferred to another district for a similar period, but not in any regular order. These transfers will be made by the Assistant Commissioner of Public Works."

Under the present administration no inspector has the power to make or order seizures of any kind. These are only made after both oral and written notice to the obstructor, and then only upon written order signed by the superintendent of the bureau. Recognizing the serious inconvienence to local merchants that would be caused by the abrupt removal of advertising and other matter placed sometimes temporarily, and always without purpose to offend, upon the sidewalks, the bureau has been content to ask that so far as possible these be kept within the stoop line; where this has been done no further action of any kind has followed. Where the law has been flagrantly and continuously violated the encumbrances have been summarily removed. But owners of encumbrances which are dangerous or annoying to pedestrians are requested, both orally and in writing, to remove such obstructions themselves. As a result of this about 6,000 obstructions have been removed by the owners since January 1st, 1902.

STREET SIGNS

The close of the previous administration left Brooklyn in great need of street signs. Over 5,300 new enameled blue and white signs have been put up all over the borough, and 3,000 red and white glass signs have been ordered for the standard square and round gas lamps. In addition, the principal thoroughfares have been ornamented with 322 gas and 250 electric illuminated signs of a design approved by the Municipal Art Commission. There have thus been added about 9,000 new signs, and the borough for the first time is well equipped in this respect.

MISCELLANEOUS IMPROVEMENTS

After a careful study of prevailing conditions in South Brooklyn the borough president on July 27th, 1903, appeared before the commissioners of the Sinking Fund to urge the operation by the city of the 39th Street Ferry as a municipal enterprise, pointing out the important relations which this ferry and the local conditions at its Brooklyn terminal bore to the problem of preserving intact the commerce of the port of New York.

The proposed construction of the bridge across the East River at or near Hell Gate connecting the trunk railways of the main land with the Long Island Railroad will eventually make that section of the Long Island Railroad passing for about ten miles through the borough of Brooklyn from a point near Evergreen Cemetery to New York Bay at Bay Ridge, with a branch extending from the main line to Manhattan Beach, a portion of the main through railway of the Pennsylvania Railroad Company to carry a heavy railway freight traffic from the north and east to the south and west.

Foreseeing that it was imperative to take promptly in hand the problem of grade crossings along this line, President Swanstrom prepared a bill which became law, to create a grade crossing commission to take in charge the removal of all the grade crossings upon that part of the Long Island Railroad mentioned, and also along the Brighton Beach division of the Brooklyn Rapid Transit Company's lines. This commission has organized and begun its labors. The borough is thus saved from a new and worse Atlantic Avenue obstruction, cutting the borough in half.

The bill passed by the legislature to provide for the repaving of Atlantic Avenue after the Atlantic Avenue improvement is completed, failed to receive the approval of the mayor. But President Swanstrom took the matter up, and plans for the necessary repaving in those portions of Atlantic Avenue where the railroad improvements have been made, were submitted to the mayor. They have been approved by him, and will be carried out after the board of estimate and apportionment have provided the necessary funds.

A feature of the present borough administration is the bureau of complaints in charge of Mr. James A. Rooney, whose duty it is to receive

the complaints or inquiries of citizens, refer them to the proper department for answer, and so far as possible remove the cause of complaint if any exist. In many cases this bureau has found it possible to remove the causes of complaint or to satisfy the person complaining without any formal action on the part of the borough authorities. The administration of the bureau has been entirely successful.

LOCAL IMPROVEMENT BOARDS

A conspicuous feature in the administration of President Swanstrom is found in the work done by the local improvement boards, which offers a striking comparison with that of the previous four years. The record is as follows: —

LOCAL BOARD MEETINGS

1898 to 1901 inclusive. 4 years.....209 meetings.
1898 to 1901 inclusive. 4 years.....1,740 resolutions passed.
January 1, 1902, to July 31, 1903, 18 months..149 meetings.
January 1,1902, to July 31, 1903, 18 months..2,363 resolutions passed.

It will be noted that there are 60 less meetings but 623 more improvements were initiated, a striking evidence of the confidence of the people in the present administration, for all these improvements are on petition of citizens. It should be said, however, that the amendments to the charter which went into effect January 1st, 1902, gave to the local boards much more initiative and power than they had enjoyed during the preceding four years.

Appendix I

ORGANIZATION OF THE OFFICES OF THE PRESIDENT OF THE BOROUGH OF BROOKLYN

NAME.	NATURE OF POSITION OR SERVICE.	ENTRANCE INTO SERVICE.	CESSATION OF SERVICE.	YEARLY SALARY.	TERM.	HOW APPOINTED.
J. EDWARD SWANSTROM	President of the Borough of Brooklyn.	Jan. 1, 1902.		$7,500	2 years.	
JUSTIN McCARTHY, Jr.	Secretary.	Dec. 1, 1901.		4,000	Pleasure of President.	
JOCELYN JOHNSTONE	Private Secretary.	June 9, 1902.		2,500	" "	
JAMES A. ROONEY	Supervisor of Complaints.	Aug. 1, 1902.		2,550	Classified Service.	
WILLIAM CHAMBERS	General Bookkeeper.	March 1, 1894.		3,000	" "	
	OFFICE OF THE COMMISSIONER OF PUBLIC WORKS.					
WILLIAM C. REDFIELD	Commissioner of Public Works.	Jan. 1, 1902.		6,000	Pleasure of President.	
OTTO KEMPNER	Assistant Commissioner.	Jan. 1, 1902.		5,000	" "	
ALFRED J. AUBREY	Secretary to Commissioner.	Jan. 1, 1902.		2,500	" "	
	TOPOGRAPHICAL DIVISION—BUREAU OF HIGHWAYS.					
GEORGE J. BISCHOF	Assistant Engineer in Charge.	Dec. 7, 1891.		3,000	Classified Service.	
	BUREAU OF HIGHWAYS.					
GEORGE W. TILLSON	Chief Engineer.	April 1, 1895.		5,000	" "	
E. J. FORT	Assistant Engineer.	Aug. 5, 1895.		3,000	" "	
C. D. POLLOCK	" "	March 19, 1902.		3,000	" "	
JOSEPH STRACHAN	" "	Nov. 10, 1902.		3,000	" "	
	BUREAU OF INCUMBRANCES AND PERMITS.					
H. W. VALENTINE	Complaint Clerk.	March 3, 1899.		1,500	" "	
THOMAS F. CARROLL	Permit Clerk.	May 15, 1900.		1,500	" "	
CHARLES J. CASSIDY	Inspector in Charge of Incumbrances.	Aug. 14, 1899.		1,500	" "	
	BUREAU OF PUBLIC BUILDINGS AND OFFICES.					
FRANK J. HELMLE	Superintendent of Public Buildings and Offices.	Jan. 5, 1902.		5,000		Borough President.
E. S. WHITE	Assistant Engineer.	Nov. 4, 1877.		2,850	" "	
WILLIAM W. RICHARDS	Secretary and Chief Clerk.	Oct. 6, 1898.		2,550	" "	
ABRAHAM W. BLOCK	Superintendent Public Baths and Comfort Stations.	Oct. 22, 1900.		2,550	" "	
	BUREAU OF BUILDINGS.					
WILLIAM M. CALDER	Superintendent.	Jan. 1, 1902.		5,000		Borough President.
THOMAS BENNETT	Assistant Superintendent.	Jan. 1, 1902.		4,000		" "
THOMAS J. GEREHART	Secretary to Superintendent.	Jan. 1, 1902.		2,000		Supt. of Buildings.
JAMES J. BYRNE	Chief Clerk.	April 12, 1898.		2,400		" "
	BUREAU OF SEWERS.					
JOHN THATCHER	Superintendent of Sewers.	Jan. 1, 1902.		5,000		Borough President.
MATTHEW J. KENNEDY	Superintendent.	Feb. 9, 1898.		1,950		Classified Service.
THOMAS J. McGEE	Assistant Superintendent.	Feb. 9, 1898.		1,800		" "
JAMES J. DILLON	Secretary.	March 5, 1898.		1,800		" "
HENRY R. ASSERSON	Chief Engineer.	June 1, 1886.		5,000		" "
DAVID BROWER	Assistant Engineer.	March 1, 1861.		4,000		" "

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ORGANIZATION OF THE OFFICES OF THE

[illegible]	TAMP.	[illegible]	[illegible] OF POSITION OR SERVICE
J. EDWARD SWANSTROM			President of the Borough of Brooklyn.
JUSTIN McCARTHY, JR.			Secretary.
JOCELYN JOHNSTONE			Private Secretary.
JAMES A. ROONEY			Supervisor of Complaints.
WILLIAM CHAMBERS			General Bookkeeper.
			OFFICE OF THE CON
WILLIAM C. REDFIELD			Commissioner of Public Works.
OTTO KEMMER			Assistant Commissioner.
ALFRED J. AUBREY			Secretary to Commissioner.
			TOPOGRAPHICAL DIVI
GEORGE J. BISCHOF			Assistant Engineer in Charge.
			BUR
GEORGE W. TILLSON			Chief Engineer
E. J. FORT			Assistant Engineer
C. D. POLLOCK			" "
JOSEPH STRACHAN			" "
			BUREAU OF INC
H. W. VALENTINE			Complaint Clerk.
THOMAS F. CARROLL			Permit Clerk.
CHARLES J. CASSIDY			Inspector in Charge of Incumbrances.
			BUREAU OF PUB
FRANK J. HEEMLE			Superintendent of Public Buildings and Off
E. S. WHITE			Assistant Engineer.
WILLIAM W. RICHARDS			Secretary and Chief Clerk
ABRAHAM W. BLOCK			Superintendent Public Baths and Comfort S
			BURE
WILLIAM M. CALDER			Superintendent.
THOMAS BENNETT			Assistant Superintendent.
THOMAS J. GEREHART			Secretary to Superintendent
JAMES J. RYANE			Chief Clerk.
			BUR
JOHN THATCHER			Superintendent of Sewers.
MATTHEW J. KENNEDY			Superintendent.
THOMAS J. MOORE			Assistant Superintendent.
JAMES J. DILLON			Secretary.
HENRY R. ASSERSON			Chief Engineer.
DAVID BROWER			Assistant Engineer.

APPENDIX II

STATISTICS OF REPAIR WORK DONE BY THE BUREAU OF HIGHWAYS

The amount of repair work done by the Bureau of Highways from January 1st, 1903, to September 30th, 1903, was as follows:

Cobble pavement	86,465	sq. yds.
Granite block pavement	83,512	" "
Belgian " "	16,015	" "
Brick pavement	733	" "
Total	186,725	" "

29,612 lin. ft. curb reset.
3,426 " " gutter stone relaid.
20,759 sq. ft. bridge stone laid and relaid.
20,916 " " flagging relaid.
15,904 lin. ft. curb dressed and jointed.
5,526 cu. yds. stone crushed.
26,232 sq. yds. concrete mixed and laid.
3,742 dangerous holes repaired and made safe.
3,004 complaints received.
3,114 defects remedied.

Macadam roadway resurfaced	sq. yds.	43,437
" " repaired	" "	43,034
" " cleaned	miles	35.8
Dirt roadway repaired	"	25.9
Gutters made and cleaned	"	116.9
Cesspools cleaned		138
" built		9
Drain pipe laid	lin. ft.	215
Sidewalks graded	sq. ft.	33,696
Repairs to connections in macadam	sq. yds.	721
Ashes unloaded and spread upon Shell Road and Neptune Avenue	cu. yds.	2,595
Sprinkling	hours	7,992
Miles of macadam sprinkled daily		30
Bulkhead, Emmons Avenue, repaired	lin. ft.	2,500
Wooden culverts repaired		9

The record of street signs erected during the same time is as follows:

Enameled signs	5,075
Gas illuminated signs	324
Electric illuminated signs	240
Plain glass signs for lamps	3,000
Total	8,639

APPENDIX II

STATISTICS OF REPAIR WORK DONE BY THE BUREAU OF HIGHWAYS

The amount of repair work done by the Bureau of Highways from January 1st, 1903, to September 30th, 1903, was as follows:

Cobble pavement	86,465	sq. yds.
Granite block pavement	83,512	" "
Belgian " "	16,615	" "
Brick pavement	733	" "
Total	186,775	" "

29,612 lin. ft. curb reset
3,426 " " gutter stone relaid.
29,759 sq. ft. bridge stone laid and relaid.
20,916 " " flagging relaid.
15,904 lin. ft. curb dressed and jointed
5,526 cu. yds. stone crushed
26,232 sq. yds. concrete mixed and laid
3,742 dangerous holes repaired and made safe.
3,004 complaints received.
3,114 defects remedied

Macadam roadway resurfaced	sq. yds.	45,457
" " repaired	" "	43,034
" " cleaned	miles	35.8
Dirt roadway repaired	"	25.0
Gutters made and cleaned	"	116.[illegible]
Cesspools cleaned		118
" built		6
Drain pipe laid	lin. ft.	245
Sidewalks graded	sq. ft.	33,600
Repairs to connections in macadam,	sq. yds.	741
Ashes unloaded and spread upon Shell Road and Neptune Avenue	sq. yds.	2,595
Sprinkling	hours	7,992
Miles of macadam sprinkled daily		30
Bulkhead, Emmons Avenue, repaired	lin. ft.	2,500
Wooden culverts repaired		9

The record of street signs erected during the same time was as follows:

Enameled signs	5,975
Gas illuminated signs	324
Electric illuminated signs	240
Plain glass signs for lamps	3,000
Total	8,039

Appendix III

SUMMARY OF APPROPRIATIONS FOR THE OFFICES OF THE PRESIDENT OF THE BOROUGH OF BROOKLYN

TITLE OF APPROPRIATION.	APPROPRIATION FOR 1903 ALLOWED BY BOARD OF ESTIMATE AND APPORTIONMENT. OCT. 29TH, 1902.	TRANSFERS BY BOARD OF ESTIMATE AND APPORTIONMENT.		TOTAL APPROPRIATION FOR 1903.	AMOUNT ASKED FOR THE YEAR 1904.	INCREASE.	DECREASE.
		Dr.	Cr.				
Salaries—"General Administration"	$ 47,180 00			$ 47,180 00	$ 52,550 00	$ 5,370 00	
Supplies and Contingencies	2,500 00			2,500 00	2,500 00		
TOPOGRAPHICAL BUREAU.							
Salaries and Supplies	53,944 00			53,944 00	62,369 00	8,425 00	
BUREAU OF HIGHWAYS.							
Salaries	51,650 00			51,650 00	78,350 00	26,700 00	
Labor, Maintenance and Supplies	347,944 25		$38,000 00	385,944 25	601,850 00	215,905 75	
Supplies and Contingencies	1,500 00			1,500 00	4,000 00	2,500 00	
Maintenance of Bridges	2,000 00	$ 2,000 00					
BUREAU OF SEWERS.							
Salaries	81,812 75			81,812 75	96,129 75	14,317 00	
Sewers Repairing and Cleaning							
Payrolls and Supplies	63,775 25	10 000 00		53,775 25	65,296 25	11,521 00	
Contracts at Public Letting	20,000 00			20,000 00	20,000 00		
Supporting Tracks of Long Island							
R. R. over Trunk Sewers					17,500 00	17,500 00	
31st Ward Sewerage Districts 1 and 3	35,726 75			35,726 75	36,431 00	704 25	
30th Ward Bath Beach District	4,303 75			4,303 75	4,303 75		
26th Ward Disposal Works	30,222 50			30,222 50	30,222 50		
Dredging Sewer Outlets	10,400 00			10,400 00	10,400 00		
Supplies and Contingencies	2,000 00			2,000 00	2,000 00		
Horses, Horsekeeping and Supplies	1,920 00			1,920 00	2,400 00	480 00	
BUREAU OF PUBLIC BUILDINGS AND OFFICES.							
Salaries and Wages	138,691 00			138,691 00	215,313 50	76,622 50	
Supplies and Repairs	105,500 00	20,000 00		85,500 00	149,750 00	64,250 00	
Supplies and Contingencies	1,000 00			1,000 00	1,000 00		
BUREAU OF INCUMBRANCES AND PERMITS.							
Salaries	17,940 00			17,940 00	16,500 00		$1,440 00
Removal of Incumbrances	8,000 00	6,000 00		2,000 00	8,000 00	6,000 00	
BUREAU OF BUILDINGS.							
Salaries	130,250 00			130,250 00	144,600 00	14,350 00	
Contingencies and Emergencies	6,000 00			6,000 00	6,000 00		
TOTALS	1,164,260 25	38,000 00	38,000 00	1,164,260 25	1,627,465 75	464,645 50	1,440 00

RECAPITULATION.

Total appropriations for 1903	$1,164,260 25
Total appropriations asked for the year 1904	1,627,465 75
Increase	$463,205 50

H.

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